



Request for Proposals (RFP)

****RE-ISSUED****

2004 OJJDP Title II (Challenge Grant)

Activity II only:

Community-Based Alternatives to Incarceration

(Emphasis on juvenile “holdover” programs, or other community alternatives such as a reception center, emergency/receiving home, etc.)

Proposals Due: May 3, 2004

The Governor's Juvenile Justice Advisory Committee (GJJAC), through its staff within the Office of Juvenile Justice, Department of Social and Health Services, administers the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) Title II Challenge Grants Program.

Governor's Juvenile Justice Advisory Committee (GJJAC)

2004 Challenge Grant Request for Proposals

Introduction

The Governor's Juvenile Justice Advisory Committee (**GJJAC**) is requesting proposals for the Office of Juvenile Justice and Delinquency Prevention (OJJDP) Title II **Challenge Activity Grant Program, Activity II, Community-Based Alternative to Incarceration**, *with an emphasis on juvenile "holdover" type programs, or other community alternatives (reception centers, emergency/receiving homes, etc.).*

The OJJDP Challenge Activities Grant Program has been authorized under the federal Juvenile Justice and Delinquency Prevention Act (JJDPA) as defined in the 1992 amendments to the Act.

Contract Period

Projects will be funded for one contract year only (July 1, 2004, through June 30, 2005).

Amount of Grant Award

One project will be funded in **Activity II**, with a proposed budget for 12 months **not to exceed \$83,000**.

Purpose of Challenge Grants

The purpose of the challenge activity area is:

Activity II: Community-Based Alternatives to Incarceration

To increase community-based alternatives to incarceration by establishing programs (such expanded use of probation, mediation, restitution, community service, treatment, home detention, intensive supervision, and electronic monitoring) and developing and adopting a set of objective criteria for the appropriate placement of juveniles in detention and secure confinement.

The GJJAC is requesting proposals with an emphasis on juvenile "holdover" type programs, or other community alternatives (reception centers, emergency/receiving homes, etc.).

One project for up to \$83,000 will be funded under Activity II.

Evaluation Requirement:

The Project ultimately selected for funding will be required to contract with an outside, independent evaluator to assess the effectiveness of their project, within 45 days of the contract start date. The GJJAC expects that all evaluators will have a minimum of a Masters degree, training in evaluation design, and two years of prior experience as an evaluator. An evaluation design, using the **Logic Model**, will be required in the full grant application, if your proposal is selected as a finalist. While an evaluation design is not required for this proposal, your proposed goals, objectives and activities need to be presented in the Logic Model format. **(See Attachment D.)**

Who Can Apply

Public and private agencies may apply, such as private non-profit agencies, tribes, city and county governments, schools, school districts, and state agencies. There is *no* match requirement for the federal funds. Applicants are encouraged to collaborate with other agencies and/or organizations and to pool resources.

How to Apply

The GJJAC seeks **brief** proposals. You are encouraged to work with an evaluator to conceptualize your project and write your proposal. The GJJAC has adopted the Logic Model format for project evaluations.

- * Your proposal **must not exceed nine (9) pages in total**. (See *attachment D for the proposal format*).
- * Proposal pages must have one-inch margins and a minimum of 11-point font size.
- * The proposal must have a **Proposal Face Sheet** (see *Attachment A*), which counts as 1 of the 9 pages.
- * The proposal must have a **Proposed Budget** (see *Attachment B*), which counts as 1 of the 9 pages.
- * The proposal must have a **Project Description** (see *Attachment C*) of no more than seven (7) pages. Your project description will use both narrative and the Logic Model format. (See *Attachment G*).

Eligibility Criteria

In order to be eligible for funding:

1. Submit one original and three (3) copies of the proposal to:

Mailing Address: Office of Juvenile Justice Department of Social and Health Services PO Box 45203 Olympia, WA 98504-5203	Street Address: Office of Juvenile Justice 3859 Martin Way East, Suite 102 Olympia, WA 98504-5203 (360) 407-0151
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2. Be sure your proposal is not more than **nine (9) pages** in length, including the Proposal Face Sheet and the Proposed Budget Sheet (see *Attachments A and B*), and has a font size of at least 11 points.
3. Follow the format in the RFP, and complete every section. Please do not attach additional support documents (e.g., cover letters, letters of support, additional narratives, brochures, etc). They will not be forwarded to the GJJAC Grants Procedures Subcommittee (or Proposal Review Subcommittee) members, nor considered in deliberations.
4. Note that governmental and private agencies will be required to sign the certification page (See *Attachment E*) and submit it with their full grant application if their proposal is accepted.

When to Apply

Proposals must be **postmarked** no later than **May 3, 2004**, or hand delivered to the Office of Juvenile Justice **no later than 4:00 p.m.** that day. **Late proposals will not be accepted. FAX submissions will not be accepted.**

Why Your Proposal Could Be Rejected

- * It is longer than the nine-page proposal limit.
- * It exceeds the budget limit.
- * It was submitted after the deadline.
- * It does not follow the required format or is incomplete (your project description will include narrative and the Logic Model—see Attachments D and G).
- * Failure to offer adequate data justification where data is known to exist.

Technical Questions?

If you have questions, or if you need technical assistance on the grant proposal process, please call the Office of Juvenile Justice at 360-407-0151. The GJJAC staff are available to assist you.

Note: Copies of ***Outcomes for Success 2000 Edition***, explaining the Logic Model, are available at Regional Program Development Units (RPDs) throughout the state (see Attachment H). You can also find a list of RPDs (local juvenile justice planning units) on the GJJAC's website at www.juvenilejustice.dshs.wa.gov. ***Outcomes for Success 2000 Edition*** was published by ***The Evaluation Forum***, Seattle, WA 98101. Telephone: (206) 269-0171.

How Proposals Are Selected

There are two steps in the proposal selection process:

First, proposals will be rated by the GJJAC according to the proposal format; however, proposals receiving high scores on the rating criteria are not guaranteed selection. Initial ratings are used as a basis for further discussion and evaluation.

Selection decisions may be influenced by other factors, such as:

- * verifiable unique needs
- * current funding or other resources available in this area
- * history of OJJDP grants in the area
- * history of the agency in completing other juvenile justice contracts
- * future funding potential
- * relative cost
- * potential duplication of services
- * cooperation/coordination among youth serving agencies, DSHS, law enforcement, juvenile court, schools
- * use of volunteers
- * consideration of minority cultural issues (e.g., "cultural competency" of staff who will provide services)

Second, finalists will be asked to submit a full GJJAC grant application. The grant application follows a similar format, in that it also uses the Logic Model. Finalists will be required to complete a Logic Model format for the proposed independent evaluation. Finalists may be expected to make a brief oral presentation before the GJJAC, and be prepared to answer questions at their meeting in May 2004.

Note: *If your agency is asked to submit a full grant application, and you are a governmental agency or a private non-profit agency, you will need to sign the Certification Page (See Attachment E).*

Governmental Agencies

Agencies of state or local government must certify that “federal funds...will be so used as to supplement and increase (but not supplant) the level of state, local and other non-federal funds that would, in the absence of such federal funds, be made available for the program described, and will in no event replace such state, local and other non-federal funds.” (See Sec. 223 (a)(21) of the Juvenile Justice and Delinquency Prevention Act). (See Attachment E)

Private Agencies

Under the terms of the Act which provides federal funds for the program, “...direct funding of any local private agency by a state shall be permitted only if such agency requests such funding after it has applied for and been denied funding by any unit of general local government or combination thereof.” Local private agencies submitting a proposal in response to this RFP must include a certification that they have applied for and been denied funding by a unit of local government. (See Attachment E)

Private agencies which are invited to submit formal grant applications will also be required to submit a copy of an independent audit of their financial records which has been completed within the past two (2) years.

Cooperative Agreements

Proposals **must indicate** that cooperative agreements have been reached with all agencies, which would participate in, or be directly affected by, project activities.

Appeals

There are only two bases for an appeal of a GJJAC proposal selection decision. They are:

1. *Misinterpretation, by the GJJAC, of factual material contained in the proposal or full grant application; and*
2. *Unfair or irrelevant criteria applied by GJJAC members.*

Information on the appeal process will be provided upon request.

Attachment A
2004 Challenge Grant Program

Activity Area II
Proposal Face Sheet

AGENCY: _____

PROJECT: _____

**PROJECT
DIRECTOR:** _____

ADDRESS: _____

CITY: _____

COUNTY: _____

Zip: _____

TELEPHONE: (____) _____ **FAX:** (____) _____

E-MAIL: _____

LEGISLATIVE DISTRICT(S): _____ **CONGRESSIONAL DISTRICT:** _____

PROJECT SUMMARY: (Three Sentences Maximum)

Number of juveniles expected to receive direct services: _____

Number of volunteers used, if any: _____

Does the project address gender specific programming for girls? _____ Yes _____ No

Does the project target rural or underserved populations? _____ Yes _____ No

Does the project address disproportionate minority contact? _____ Yes _____ No
(If Yes: What proportion of funds? \$ _____ or _____ % of total)

Signature: _____

Date: _____

Attachment B

2004 Challenge Grant Proposed Budget*

_____	Personnel (___ positions)
_____	Supplies
_____	Other Services and Charges
_____	Equipment, Capital Outlay and Other Non-Recurring
_____	Travel
_____	Contractual (<i>Must include at least 7% of the total amount requested for an outside, independent evaluation.</i>)
_____	Total Direct Costs Requested
_____	Indirect (<i>May not exceed 10% of Direct Costs</i>)
_____	TOTAL AMOUNT REQUESTED (May not exceed \$83,000)
	MATCH/INCOME (match <i>not</i> required)
_____	Fees and Other Income
_____	Other funding sources (Please list):
_____	TOTAL PROJECT BUDGET

* Please use the attached Additional Budget Information/Clarification/Instructions to determine appropriate placement of anticipated expenses.

Attachment C

2004 OJJDP Challenge Grant Activities Application

ACTIVITY II

Guidelines for Providing Non-Secure Community Alternatives

The GJJAC is soliciting proposals for a project to provide a model community alternative to secure confinement, with an emphasis on juvenile “holdover” type programs, or other community alternatives (reception center, emergency/receiving home, etc.). This project would provide safe, short-term supervision for status offenders and non offenders,¹ who may be waiting to be reunited with family or a guardian, awaiting placement in an appropriate juvenile facility, or awaiting a court appearance. Holdover programs can provide a safe, temporary location for youth who may not meet detention criteria, but are in need of a place to stay until other appropriate arrangements for their care can be completed, or a parent or guardian can be reached.

There were 8,070 juvenile arrests for drug and alcohol offenses in Washington State in 2002—4,409 were liquor law violations. While the overall juvenile arrest rate, and arrests for many crimes have decreased significantly in recent years, arrests for alcohol and drug possession have not. The number of arrests for drug and alcohol offenses started an upward trend in 1992, with a 59 percent increase in the number of arrests from 1992 to 2002, and a 27 percent increase in the rate of drug and alcohol arrests per 1,000 juveniles age 10-17 from 1992 to 2002.

Local law enforcement agencies, particularly in rural areas, have few community alternatives when looking for short-term, non-secure supervision for these youth--hospitals usually will not take an intoxicated youth, and detoxification centers, Crisis Residential Centers, and receiving homes are not always available or accessible. Crisis mental health clinics are not always available when a law enforcement officer has picked up a youth in the midst of a mental health crisis. Parents or guardians may not be available when a youth is found in a dangerous situation.

The number of Regional Crisis Residential Center beds in our state has decreased in recent years, from 59 beds in 2000, to 52 beds in 2002-03. Additionally, Group CRC beds in the state have declined substantially (from 36 beds in 1990 to 4 beds in 2001), and were totally eliminated in 2002.

Juvenile holdover-type programs can provide a safe, supervised short-term alternative for law enforcement agencies faced with holding status offenders and non-offenders, who should not be locked up securely in an adult jail or lockup. This allows the officers to place the care of a youth with another entity and return to their primary duties, while a parent/guardian or another responsible party is being located--agencies, particularly in rural areas, have limited staffing available to supervise these youth as needed. Particularly, when no parent, legal guardian, or other responsible adult can be found, and there is no juvenile detention facility, hospital, or receiving home in the immediate area to which the youth can be easily transported (as appropriate).

Programs funded under this activity could include: juvenile holdover programs (may be based on the OJJDP guide, “An Implementation Guide for Juvenile Holdover Programs: Tools for Assuring Your Success”²), reception centers, emergency/ receiving homes, or other local community alternatives. Program designs should provide collaboration between law enforcement, juvenile court, regional DCFS, and with other local agencies and providers (experts in substance abuse, child welfare, mental health, etc.). The project could use paid staff and/or trained adult volunteers, on call, to stay with the youth (staff secure programs) until a responsible adult family member or guardian is

¹ **Status offenders** are youth who have been charged with, or adjudicated for, conduct which would not be a crime if committed by an adult. The following are examples of status offenses: truancy, curfew violations, unruly, runaway, underage possession and/or consumption of alcohol or tobacco products. **Non-offenders** are defined as juveniles who are subject to the jurisdiction of the juvenile court, usually under abuse, dependency, or neglect statutes, for reasons other than legally prohibited conduct of the juvenile.

² <http://www.nhtsa.dot.gov/people/injury/alcohol/juvenile/toc.html>

available, or until the youth can be transferred to a juvenile facility, as appropriate. Plans should be described to sustain the program beyond the funding cycle, and provide for replicability.

The Outcomes/Goals of the project funded under Activity II include:

- * To provide for suitable, short-term, supervised, safe places for status offenders or non-offenders who are picked up by law enforcement.
- * To demonstrate that MIPs, and other status offenders or non-offenders, can be easily transported and held safely outside of adult jails, at no risk to the community or the juvenile, and at a reasonable cost.
- * To develop a collaborative partnership between local law enforcement, juvenile court services, and youth-serving programs, in creating and implementing the model program.
- * To provide a model program that can be replicated in other areas in the state.

The Activities/Objectives of the projects funded under Activity II may include : *(Activities are not listed in any order. Any one or a combination of these activities may be addressed, **or other related activities may be proposed**).*

- * To establish a demonstration “Holdover” program, or other non-secure alternative, such as a reception center for youth or a temporary shelter. A holdover program may be a separate entity, or it may be part of another agency’s programs, such as an intake and assessment center.
- * To provide short-term (typically 24 hours or less) supervision, 24 hours per day, 7 days per week, for status offenders and non-offenders in a staff secure, or non-secure, environment.
- * To encourage collaborative, community-based planning (e.g., to include law enforcement, juvenile court administrators/juvenile probation, Children’s Administration, DSHS; Regional Mental Health Networks, Division of Mental Health, DSHS; the Division of Alcohol and Substance Abuse, DSHS; community substance abuse prevention coalitions, hospitals, and others), so that after the Challenge Grant funding ends, the project will be able to continue.
- * To establish city and/or county policies so that a “Holdover” type project can be implemented and succeed.
- * To train adult volunteers to help staff a “Holdover” project or a reception center.
- * To provide technical assistance to establish and replicate a model holdover program.

OJJDP Challenge Grant Activities Application Attachment D

PROPOSAL FORMAT

Submit a **seven-page (maximum) description** of your proposed project using the format shown below. Your project description will include narrative and the **Logic Model** (see Attachment G). An example of the Logic Model is shown on page 16. Your total proposal **must not exceed nine total pages**, including the **Proposal Face Sheet** and **Proposed Budget**, (Attachments A and B). The proposal format will match the GJJAC members' rating sheet.

- A. General Needs Statement** *(one page maximum)* **15 Points**
1. State the need this project is designed to alleviate.
 2. Support the need by statistical information.
 3. List other possible community resources.
 4. Indicate why other community resources are not adequate to meet the need.
 5. State how the project will address the need.
- B. Implementation and Methods** *(1 page maximum)* **15 Points**
1. Describe the research-based methods and techniques to be used to meet the proposed objectives and identify the research approach. (Program must be based on sound theory supported by positive or promising research results.)
 2. Identify the sources, expected number of referrals, and the manner in which those referrals are likely to occur.
 3. As applicable, outline the involvement of any other community organization/agency (DCFS, human services, juvenile court, schools, law enforcement, support groups, service clubs, etc.) *(If a full grant application is requested by the GJJAC as a result of the proposal, signed letters of agreement from these agencies will be required.)*
 4. Describe staffing and staff qualifications.
- C. Budget Justification Narrative** *(1 page maximum)* **10 Points**
1. Justify your proposed budget expenses in all budget categories.
 2. Explain how your proposed personnel costs are comparable to similar positions in your community.
 3. Explain how the project will be funded when grant funds are no longer available.
- D. Description of your proposed Resources, Activities, Outputs, Outcomes and Goals using the Logic Model Format** *(4 pages maximum)* **60 Points**
- A Blank Logic Model Format is attached in Attachment G at the end of this document. An example of the Logic Model format, showing several different types of resources, activities, outputs, outcomes and goals, is shown on the next page.*

Attachment E

2004 Challenge Grant Certifications

NOTE: This page need **not** be attached to your nine-page proposal. It is included for your information only. **If your project is selected to submit a full grant application, this page must be signed and attached to the full grant application.**

GOVERNMENTAL AGENCIES

I hereby certify that the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) funds for which I am applying will not be used to supplant other state, local or other non-federal funds.

Agency Director Authorized to Sign	Date
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PRIVATE AGENCIES

I hereby certify that I have applied for and have been denied funding for this project by a unit of local government or a combination of local governments.

Chairperson, Board of Directors, Authorized to Sign	Date
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Attachment F

ADDITIONAL BUDGET INFORMATION

Personnel

Only the costs of personnel directly involved in project activities should be included in the Personnel budget.

The cost of staff who provide some supportive services, but whose positions would be filled whether the project was funded or not, may not be charged as a personnel cost. The types of positions often falling into this category include agency supervisors and administrators, general support staff such as receptionists, maintenance personnel, etc. These costs must be covered by the Indirect Cost budget.

Caution:

The non-supplanting rule states that an agency cannot simply maintain its level of service at lower cost by transferring personnel to grant-funded positions. Activities undertaken with grant funds must be in addition to, not instead of, current services.

The same rule precludes transferring a portion of the cost of a position, which is currently funded from other sources to the grant budget unless a new position, for an equal amount of time, is created and filled. For example, a secretary is currently employed full-time by the applicant agency, but will devote half of his/her time to grant-funded project activities in the future. One-half of his/her time may not be charged to the project budget - unless a new half-time secretarial position is created and filled.

Non-supplanting can be a particularly difficult issue to understand. Do not hesitate to call the Office of Juvenile Justice at (360) 407-0151, if you have questions.

Supplies

The key word in determining whether an item belongs in the Supplies category is "consumable." If it can be used up, then it is a supply item.

The exception to the "consumable" guideline is training material such as books, films and videotapes. These are considered consumable because they are obviously not fixed assets and can become worn out or outdated.

Other Services and Charges

This category is for services other than Personnel, which are required in the administration of the project. Such services may include communication, transportation, advertising, and rentals.

The only confusion that seems to arise with regard to this category involves the transportation item. Note that the kind of transportation included in this category involves the movement of things. Travel of people (project personnel, consultants, etc.) is reported in the Travel budget (category E).

Capital Outlay/Equipment

Tangible property (e.g., typewriters, desks, VCR's, files) with a useful life of more than one year and an initial cost of more than \$300 is included in this budget category.

Please note that the state retains an ownership interest in any item with an initial unit cost of \$1,000 or more. The state must agree to any proposed disposition of the property.

All property purchased under this category must be inventoried and reported at the end of the grant period.

Travel

All travel costs are included in this category, including personal car mileage, airfares, per diem, etc. (must meet federal and state guidelines).

Contractual

Any contract the project awards will be entered in this budget category.

The important distinction to remember is that when an agency contracts with an individual - no matter what service is to be delivered - the cost is reported in Contractual, not in Personnel. An example of a cost in this category is the outside evaluator.

Indirect

Costs of agency operation, including administration and supervision not directly included in project operation, are included as Indirect costs.

Remember to calculate Indirect costs on the basis of total direct costs, not as a percentage of total project cost.

If you have difficulty understanding or calculating allowable Indirect costs, please call the Office of Juvenile Justice at (360) 407-0151.

Attachment G-1

Example of the Logic Model³

Process

Outcome

Resources	Activities	Outputs	Outcomes	Goal(s)
Program inputs. Elements or ingredients that constitute the program.	Methods for providing the program. Specific processes or events undertaken.	Units of service or product units. How many, how often, over what duration?	Short intermediate or longer-term changes anticipated in participants' lives and/or in organization or community conditions.	Ultimate impacts(s) expected to occur, usually beyond what one program alone can achieve.
For example: <ul style="list-style-type: none"> ✍ 3 FTEs. ✍ After school facility and playground. ✍ College student volunteers. ✍ Foundation funding. ✍ At-risk 6th grade students. 	For example: <ul style="list-style-type: none"> ✍ After school mentoring. ✍ Homework assistance. ✍ Sports and exercise. ✍ Healthy snack. ✍ Positive reinforcement for non-aggressive behavior. 	For example: <ul style="list-style-type: none"> ✍ Three-hour program everyday after school for 40 at-risk students. ✍ One hour homework assistance. ✍ One hour sports and exercise. ✍ One hour snack and reading. 	For example: <ul style="list-style-type: none"> ✍ Increase in grades by 25 percent (GPA) at end of school year. ✍ Increase in pro-social behaviors by 30 percent by the end of service delivery. ✍ Decrease in aggressive behaviors by 25 percent by the end of the project year. ✍ Decrease in recidivism by 20 percent by the end of the six-month follow up. 	For example: <ul style="list-style-type: none"> ✍ Prevention of juvenile delinquency. ✍ Prevention of violent behavior.

³This was adapted from page 31, *Outcomes for Success 2000 Edition*, by the Evaluation Forum, Organizational Research Services, Inc. and Clegg and Associates.

Attachment G-2

Logic Model for 2002 Challenge Grant RFP⁴

Process

Outcome

Resources	Activities	Outputs	Outcomes	Goal(s)
Program inputs. elements or ingredients that constitute the program.	Methods for providing the program. Specific processes or events undertaken.	Units of service or product units. How many, how often, over what duration?	Short intermediate or longer-term changes anticipated in participants' lives and/or in organization or community conditions.	Ultimate impacts(s) expected to occur, usually beyond what one program alone can achieve.

⁴ This was adapted from page 31, Outcomes for Success 2000 Edition, by the Evaluation Forum, Organizational Research Services, Inc. and Clegg and Associates.

